

## Message Text

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ACTION PM-05

INFO OCT-01 EUR-12 ISO-00 NSC-05 SP-02 SS-15 CIAE-00  
INR-10 NSAE-00 ACDA-12 NRC-05 OMB-01 SAS-02 DOE-15  
SOE-02 L-03 /090 W  
-----044605 021121Z /11

R 021043Z AUG 78  
FM AMEMBASSY MADRID  
TO SECSTATE WASHDC 5590  
INFO SECDEF WASHDC  
JCS WASHDC  
CNO WASHDC  
USCINCEUR VAIHINGEN GER  
CINCUSNAVEUR LONDON ENG  
COMSIXTHFLT NAPLES IT

C O N F I D E N T I A L SECTION 01 OF 02 MADRID 08873

E.O. 11152:GDS  
TAGS :OCLR, MNUC, MARR, SP  
SUGJ :USS TREPANG BRIEF STOP AT ROTA/PORT VISIT TO  
CARTAGENA

REF:(A) STATE 191644 (DRG 282237Z JUL 78), (B) MADRID 08558  
(DTG 261710Z JUL 78)

1. ON THE MORNING OF JULY 31, THE MINISTER COUNSELOR TALKED WITH JUAN DURAN, MFA DIRECTOR GENERAL FOR NORTH AMERICA, TO EXPLAIN TO HIM THE CIRCUMSTANCES AND PURPOSE OF THE TREPANG'S BRIEF STOP AT ROTA, AND TO TELL HIM THAT LATER THE SAME MORNING AN EMBASSY OFFICER WOULD BE GOING OVER THIS MATTER IN DETAIL WITH MARIANO BERDEJO, SPANISH PERMANENT SECRETARY OF THE JOINT COMMITTEE ON POLITICO-MILITARY ADMINISTRATIVE AFFAIRS (PMAA). AFTER LISTENING TO THE MINISTER COUNSELOR'S EXPLANATION, DURAN SAID DECISION HAD BEEN REACHED AT GOVERNMENT LEVEL NOT TO APPROVE OUR REQUEST FOR A BRIEF STOP AT ROTA FOR THE USS TREPANG  
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BUT THAT THE PORT VISIT TO CARTAGENA WOULD BE APPROVED. DURAN GAVE AS THE PRINCIPAL REASON POLITICAL DIFFICULTY THAT MIGHT ARISE FROM GOVERNMENT HAVING TO EXPLAIN BRIEF STOP AT ROTA AND PORT VISIT TO CARTAGENA FOR SAME SUBMARINE IN SAME TIME PERIOD. HE HELD OUT LITTLE HOPE OF CHANGE IN DECISION, ALTHOUGH HE AGREED TO CONSIDER RESULTS OF SUBSEQUENT MEETING BETWEEN EMBASSY OFFICER AND BERDEJO.

2. DURING EMBASSY OFFICER'S SUBSEQUENT CONVERSATION WITH BERDEJO, BERDEJO GAVE FOUR REASONS WHY THE GOS WAS TURNING DOWN OUR REQUEST:

(A) TWO STOPS AT SPANISH PORTS BY THE SAME NUCLEAR-POWERED SHIP DURING SUCH A SHORT PERIOD OF TIME WAS A MATTER OF CONSIDERABLE POLITICAL SENSITIVITY, AGREEMENT TO WHICH COULD EXPOSE THE GOS TO GREAT CRITICISM.

(B) THE GOS DID NOT SEE COMPELLING REASONS WHY THOSE THINGS WHICH WE WANTED TO ACCOMPLISH DURING THE BRIEF STOP AT ROTA COULD NOT BE DONE AT CARTAGENA.

(C) THE GOS IS CONCERNED OVER THE COSTS OF ENVIRONMENTAL MONITORING WHICH THE SPANISH NAVY MUST PERFORM AS A RESULT OF NPW VISITS, AND TO WHICH THE US DOESN'T CONTRIBUTE. (RAN, WHO ALSO RAISED THIS POINT, HAD BACKED OFF A BIT WHEN TOLD THAT THE BRIEF STOP AT ROTA INVOLVED NO ADDITIONAL COSTS TO THE SPANISH.)

(D) THE GOS (READ, WE ASSUME, PRIMARILY THE MFA) FELT THAT THE REQUESTS FOR THESE TWO VISITS HAD NOT BEEN PROPERLY HANDLED, AND THAT THEY SHOULD HAVE BEEN SUBMITTED TOGETHER WITH A FULL EXPLANATION OF THE RELATIONSHIP BETWEEN THE TWO PORT CALLS AND THE NECESSITY FOR EACH. (DURA  
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HAD ALSO ALLUDED TO THIS.)

3. EMBASSY OFFICER WENT OVER THE ARGUMENTATION TO SUPPORT THE BRIEF STOP AT TA, DRAWING ON THE MATERIALS CITED IN REF (A). HE STRESSED THAT A BRIEF STOP SUCH AS THAT PROPOSED AT TA DID NOT IN OUR VIEW CONSTITUTE A "PORT VISIT"; OUTLINED THE OPERATIONAL REQUIREMENTS WHICH LAY BEHIND THIS BRIEF STOP; AND INDICATED THAT IT WOULD ALSO SUPPORT AN EXERCISE WHICH WE HOPED THE TREPANG WOULD BE ABLE TO CONDUCT WITH THE SPANISH NAVY WHILE ENROUTE TO CARTAGENA. ON THE QUESTION OF ENVIRONMENTAL MONITORING COSTS, HE NOTED OUR BELIEF THAT THE BRIEF STOP AT ROTA WOULD NOT ENTAIL ADDITIONAL EXPENSES. AS FOR THE SPANISH COMPLAINT ON PROCEDURAL HANDLING OF THESE REQUESTS, EMBASSY OFFICER NOTED THAT WE HAD SUBMITTED THE REQUEST FOR THE ROTA BRIEF STOP FIRST, THAT WE HAD SUBSEQUENTLY REQUESTED THE PORT VISIT TO CARTAGENA, AND THAT AT THE JULY 19 MEETING OF THE JOINT COMMITTEE ON POLITICO-MILITARY ADMINISTRATIVE AFFAIRS (PMAA), WE HAD RESPONDED TO SPANISH QUESTIONS ON THESE TWO STOPS BY THE TREPANG, SO THAT THE SPANISH SIDE WOULD HAVE AN UNDERSTANDING OF EXACTLY WHAT IT WAS WE WERE RE-

QUESTING.

4. IN SUMMING UP, EMBASSY OFFICER EXPRESSED THE HOPE THAT GOS WOULD RECONSIDERITS DECISION ON THE ROTA STOP ON THE BASIS OF THIS INFORMATION. WHILE UNDERSTANDING THE PARTICULAR POLITICAL SENSITIVITY OF NPW VISITS, THE US BELIEVED THAT THE BRIEF STOP AT ROTA PRESENTED MINIMAL RISKS OF THIS KIND, AND WARRANTED APPROVAL ON ITS OWN MERITS. HE THEN ASKED BERDEJO WHETHER THE ROTA TURN-DOWN REPRESENTED ANY CHANGE IN GOS POLICY ON NPW VISITS.

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5. BERDEJO SAID HE WOULD BRING THIS NEW INFORMATION TO THE ATTENTION OF AMBASSADOR DURAN, BUT HELD OUT LITTLE HOPE THAT GOS WOULD RECONSIDER, SINCE HE SAID THE DECISION HAD BEEN MADE AT THE MINISTERIAL LEVEL (HE PROFESSED NOT TO KNOW WHETHER IT WAS ACTUALLY A DECISION OF THE COUNCIL OF MINISTERS). HE SAID EACH CASE WOULD BE HANDLED ON ITS OWN MERITS. HE STRESSED THAT IN CASES INVOLVING CLEAR EMERGENCIES OR OPERATIONAL NECESSITIES, THE GOS WOULD CONTINUE TO BE FORTHCOMING, AS IT HAD BEEN ON THE REQUEST INVOLVING THE USS TULLIBEE. IF IT WERE NECESSARY TO MEET OPERATIONAL REQUIREMENTS, BERDEJO SUGGESTED WE COULD ASK FOR ADDITIONAL TIME IN CARTAGENA FOR THE TREPANG.

6. ON MORNING OF AUGUST 1, EBASSY OFIG CON

BERDEJO, WHO SAID HE HAD DISCUSSED THE PREVIOUS DAY'S MEETING WITH AMBASSADOR DURAN BUT THAT THEY BOTH BELIEVED THERE WAS NO CHANCE THAT GOS WOULD REVERSE ITS DECISION ON THE ROTA BRIEF STOP. EMBASSY OFFICER SAID HE WOULD REPORT THIS NEWS TO WASHINGTON.

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7. COMMENT:THE EMBASSY BELIEVES THAT THE GOS DECISION TO TURN DOWN OUR REQUEST FOR THE ROTA STOP STEMMED PRIMARILY FROM REAL CONCERN OVER THE POTENTIAL POLITICAL PROBLEM OF EXPLAINING THE BRIEF STOP AT ROTA AND THE CARTAGENA PORT VISIT BY THE SAME SUBMARINE IN THE SAME TIME PERIOD. THE GOS PROBABLY FELT THAT, HAVING CONSENTED TO THE PORT VISIT TO CARTAGENA, IT HAD BEEN AS FORTHCOMING WITH US AS IS APPROPRIATE AT THIS TIME, GIVEN THE POLITICAL SENSITIVITY OF NPW VISITS. IT IS ALSO POSSIBLE THAT THE FOREIGN MINISTRY MAY BE PIQUED OVER THE FACT THAT WE RAISED THE CARTAGENA VISIT INITIALLY WITH THE DEFENSE MINISTER, A COURSE WHICH, HOWEVER, WE FELT ESSENTIAL TO INSURING A SUCCESSFUL OUTCOME, AND WHICH WAS IN THE PATTERN OF OUR PAST TREATMENT OF POTENTIAL NPW VISITS TO NEW PORTS. WE DO NOT BELIEVE THAT THE ENVIRONMENTAL MONITORING EXPENSES CITED BY THE GOS WERE AN IMPORTANT FACTOR IN THIS TURN-DOWN, ALTHOUGH SOME US HELP TO THE SPANISH NAVY IN THIS AREA MIGHT BE HELPFUL. WE HAVE DISCUSSED THIS IN A SEPARATE MESSAGE IN THE CONTEXT OF THE DEFENSE MINISTER'S VISIT TO WASHINGTON. FINALLY, THE GOS MAY HAVE BEEN CAUGHT OFF BALANCE BY OUR REQUESTS FOR THESE TWO VISITS AT SEPARATE TIMES AS THOUGH THEY WERE SEPARATE AND UNRELATED EVENTS. WHATEVER THEIR MOTIVATION, IT IS EVIDENT THAT THEY DID NOT SEE THE ARGUMENTS WE HAVE PRESENTED FOR THE BRIEF STOP AT ROTA SUFFICIENTLY COMPELLING TO APPROVE IT.

8. WE DO NOT BELIEVE, ON THE BASIS OF WHAT WE NOW KNOW, THAT THIS TURN-DOWN REPRESENTS A NEW PRECEDENT, AND A NEW POLICY REGARDING INTERVALS BETWEEN NPW VISITS. WE THINK, INSTEAD, THAT THE GOS HAD INDEED EXAMINED THE ROTA STOP ON WHAT THEY PERCEIVE TO BE ITS MERITS, BUT TURNED IT DOWN BECAUSE OF THE UNIQUE CIRCUMSTANCES OF THIS PARTICULAR

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VISIT. WE HAVE EXPENDED A CERTAIN AMOUNT OF CREDIT TO ACHIEVE THE IMPORTANT OBJECTIVE OF THE CARTAGENA VISIT, AND, ON BALANCE, BELIEVE IT BEST NOT TO USE UP MORE IN PURSUING FURTHER THE ATTEMPT TO ACHIEVE THE ROTA STOP FOR

THE TREPANG AT THIS TIME. WE JUDGE IT BEST TO TAKE THE  
CARTAGENA VISIT AS IS NOW AND RETURN TO CONTINUE THE EFFOR  
FOR GREATER FLEXIBILITY AND EXPANDED ACCESS ANOTHER DAY.  
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## Message Attributes

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